

20. 2016SP-055-001

1324 2ND AVENUE NORTH SP

Council District 19 (Freddie O'Connell)

Staff Reviewer: Latisha Birkeland

A request to rezone from IR and IG to SP-MU zoning for property located at 1324 2nd Avenue North, at the southeast corner of 2nd Avenue North and Taylor Street, (4.82 acres), to permit a mixed-use development, requested by Barge Cauthen & Associates, applicant; BTP Nashville, LLC, owner.

Staff Recommendation: Approve with conditions and disapprove without all conditions.

APPLICANT REQUEST

Permit a mixed-use development.

Preliminary SP

A request to rezone from Industrial Restrictive (IR) and Industrial General (IG) to Specific Plan -Mixed Use (SP-MU) zoning for property located at 1324 2nd Avenue North, at the southeast corner of 2nd Avenue North and Taylor Street, (4.82 acres), to permit a mixed-use development.

Existing Zoning

Industrial General (IG) is intended for a wide range of intensive manufacturing uses.

Industrial Restrictive (IR) is intended for a wide range of light manufacturing uses at moderate intensities within enclosed structures.

Proposed Zoning

Specific Plan – Mixed Use (SP-MU) is a zoning district category that provides for additional flexibility of design, including the relationship of streets to buildings, to provide the ability to implement the specific details of the General Plan. This Specific Plan includes office, retail, restaurant, grocery or commercial uses.

CRITICAL PLANNING GOALS

- Supports Infill Development
- Creates Walkable Neighborhoods
- Promotes Compact Building Design

The proposed development meets several critical planning goals. Development in areas with adequate infrastructure is more appropriate than development in areas not served with adequate infrastructure such as roads, water and sewer, because it does not burden Metro with the cost of maintaining new infrastructure. The project proposes development on an infill site. Sidewalks are being provided along 2nd Avenue North, Monroe Street and Taylor Street to create a more pedestrian friendly and walkable area. Also, the mixture of uses on a single-site encourages walking and promotes an active streetscape. The development utilizes structured parking and mixed uses to promote a compact building design.

NORTH NASHVILLE COMMUNITY PLAN

T4 Urban Mixed Use Neighborhood (T4 MU) is intended to preserve, enhance, and create urban, mixed use neighborhoods with a development pattern that contains a variety of housing along with mixed, use, commercial, institutional, and even light industrial development. T4 MU areas are served by high levels of connectivity with complete street networks, sidewalks, bikeways and existing or planned mass transit.

Consistent with Policy?

Yes. The mixture of uses proposed is consistent with the T4 Urban Mixed Use Neighborhood policy. The T4 Urban Mixed Use Neighborhood policy indicates that building heights are generally one to five stories and in limited instances heights may go up to six stories. Consideration of taller heights is based on several factors including the following:

- The proximity to other Community Character Policies and the role of the building in transitioning between policies;
- Planned height of surrounding buildings and the impact on adjacent historic structures;

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- The contribution that the building makes to the overall fabric of the Mixed Use Neighborhood in terms of creating pedestrian-friendly streetscapes, plazas and open spaces, public art, innovative stormwater management techniques, etc.;
- Relationship of the height of the building to the width of the street and sidewalks, with wider streets and sidewalks generally corresponding to taller building heights;
- Prominence of the intersection or street segment on which the building is located, with locations along or at intersections of arterial-boulevard streets being favored for taller buildings;
- The capacity of the block structure and right-of-way to accommodate development intensity;
- Proximity to existing or planned transit;
- Use of increased building setbacks and/or building stepbacks to mitigate increased building heights;
- Topography; and
- Ability to provide light and air between buildings and in the public realm of streets, sidewalks, internal walkways, multi-use paths, and open spaces.

A portion of the plan proposes a six story hotel building along the northeastern side abutting the CSX railroad line. The proposed six-story hotel site is furthest from the Germantown Historic Neighborhood Conservation Overlay, providing a transition between the historic district and the greater heights and more intense uses in the existing IG zoning district. The plan meets the criteria for additional height as outlined in the Community Character Manual. With the proposed sidewalk and street improvements and the proximity to an existing transit lines, the proposed heights are consistent with the policy and meets the criteria for additional height for a portion of the plan.

PLAN DETAILS

The site is located at 1324 2nd Avenue North, at the northeast corner of 2nd Avenue North and Taylor Street. The site is approximately 4.82 acres in size and is currently being used as a warehouse. The site also has frontage along former 1st Avenue North where a greenway and railroad is located.

The proposed development includes approximately 219,060 square feet of office space, 41,000 square feet of grocery uses, 53,650 square feet of retail space, a 24,500 square-foot retail and restaurant space (food hall), and a hotel with up to 107 guestrooms.

Site Plan

The plan proposes a mixed use development allowing for retail, office, grocery, hotel and restaurant uses. Residential units are not included in the proposed plan. The site has frontage along 2nd Avenue North, Monroe Street and Taylor Street as well as the railroad and greenway east of the site. The plan proposes a pedestrian courtyard and food hall which includes retail and restaurant space with pedestrian connectivity from the street, internal to the site and to the greenway along the eastern property line.

One principal vehicular access from Monroe Street is located along the southern property line. There is one principal vehicular entrance from Taylor Street located along the northern property line. The entrance provides access to the structured parking. The development includes two parking structures. One parking structure will have access on Monroe Street and the other structure will have access on Taylor Street. Loading areas have been placed close to the eastern property line, furthest away from 2nd Avenue North. Sidewalks are being installed along all street frontages. Monroe Street and Taylor Street shall have a minimum of a 6 foot sidewalk and 4 foot planting strip and 2nd Avenue North shall have a minimum 10 foot sidewalk and 4 foot planting strip. A 5 foot sidewalk and green buffer zone are proposed along the eastern property line.

The proposed hotel building is limited to 6 stories within 85 feet. All other buildings are limited to five stories in 85 feet. The plan includes design elements such as glazing, minimum first floor heights for the grocery store and other uses, upper level facades for the parking garage above the grocery store, and prohibited materials.

ANALYSIS

The proposed uses and site layout are consistent with the T4 Urban Mixed Use Neighborhood policy. The proposed development also meets the criteria for additional height within the policy. The proposed six-story hotel site is furthest from the Germantown Historic Neighborhood Conservation Overlay providing a transition between the historic district and the greater heights and more intense uses in the existing IG zoning district. With the proposed sidewalk and street

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improvements and the proximity to existing transit lines, the proposed height are consistent with the policy and meets the criteria for additional height for a portion of the plan.

FIRE MARSHAL RECOMMENDATION

Approve with conditions

- Fire Code issues will be addressed in the permit phase.

STORMWATER RECOMMENDATION

Approved

WATER SERVICES RECOMMENDATION

Approve with conditions

- Approved as a Preliminary SP only. The required capacity fees must be paid prior to Final Site Plan/SP approval.
- This site is subject to Metro Water's combined sewer policy, regarding new sanitary sewer service lines. Make sure these issues are addressed, before Final SP approval.

PUBLIC WORKS RECOMMENDATION

Approved with conditions

- The developer's final construction drawings shall comply with the design regulations established by the Department of Public Works, in effect at the time of the approval of the preliminary development plan or final development plan or building permit, as applicable. Final design may vary based on field conditions.
- ROW dedication(s) to the back of the "MCSP Compliance" will be required prior to the building permit approval.
- Easement dedication(s) to the back of the "Pedestrian Zone" will be required prior to the building permit approval.
- All construction (sidewalks, curbs, ramps, etc.) within the proposed and existing ROW must comply with MPW standards and specifications and be ADA compliant.

TRAFFIC AND PARKING RECOMMENDATION

Approved with conditions

In accordance with the findings of the TIS, developer shall construct the following roadway improvements.

Monroe Street

- Widen Monroe Street, as needed, in order to provide a three-lane cross-section along the project site frontage. One shared through/right turn lane should be provided in each direction and a center two-way left-turn lane between 2nd Avenue North and the railroad crossing/Cumberland River Greenway. A minimum of 10-foot lanes should be provided.
- The specific street design and cross-section for Monroe Street should be coordinated with the Metro Traffic Engineer prior to submittal of the Final SP and site plan.

Taylor Street and 2nd Avenue North

- Maintain two-way stop-control for the eastbound and westbound approaches of Taylor Street at 2nd Avenue North.
- Provide a westbound left turn lane on Taylor Street by widening Taylor Street along the project frontage, as needed, to accomplish a three-lane cross-section at the intersection. Approximately 125 feet of storage should be provided.
- Provide pedestrian crosswalks for the east and west legs of Taylor Street and the south leg of 2nd Avenue North.
- Provide ADA compliant curb ramps for each corner of the intersection with detectable warning mats.
- Provide pedestrian warning signs (W11-2) with diagonal facing arrow supplemental plaques (W16-7P) at the crosswalk on the south leg of 2nd Avenue North, facing northbound and southbound traffic.

Taylor Street

- Widen Taylor Street along the property frontage, as needed, to provide width for three lanes at the intersection with 2nd Avenue North. A minimum of 10-foot lanes should be provided.
- The centerline on Taylor Street should taper to the east to allow for on-street parallel loading zone for the hotel use along the south side of the street between the loading access drive and the east

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property line. If the location of the hotel changes in the Final SP submittal, the valet/loading should be addressed.

- The specific street design and cross-section for Taylor Street should be coordinated with the Metro Traffic Engineer prior to submittal of the Final SP and site plan.

Monroe Street and 2nd Avenue North

- The intersection of Monroe Street and 2nd Avenue North shall be re-evaluated with the Final SP zoning and site plan submittal to determine appropriate traffic control. All-way stop and traffic signal warrants and capacity analyses shall be re-evaluated based on the Final SP development plan (land uses and densities) as well as buildout of surrounding approved developments. If warranted per criteria outlined in the MUTCD, traffic signal control shall be installed upon completion of the development or as directed by Metro Traffic Engineer. Additional traffic control analysis shall be conducted prior to final SP plan approval.
- All-way stop-control may be considered for interim traffic control. The design should include appropriate advanced warning signage per the MUTCD. This traffic control modification will require application to and approval from the Metro Traffic & Parking Commission.
- Provide a southbound left turn lane for 2nd Avenue North by restriping the existing pavement width. Approximately 75 feet of dedicated storage and 75 feet of taper should be provided.
- Provide a left turn lane for the westbound approach of Monroe Street within the center two-way left-turn lane. Approximately 50 feet of dedicated storage and open taper should be provided.
- Provide pedestrian crosswalks for all four legs of the intersection.
- Provide ADA compliant curb ramps for each corner of the intersection with detectable warning mats.

Site Access 1 at Monroe Street

- Provide a minimum of 24 feet for the Site Access 1 driveway width in order to provide a minimum of one entering lane and one exiting lane.
- Site Access 1 on Monroe Street should be aligned with the planned garage access for the LC Germantown development near the eastern property boundary.

Site Access 2 at Taylor Street

- Provide a minimum of 24 feet for the Site Access 2 driveway width in order to provide a minimum of one entering lane and one exiting lane.

Jefferson Street and 3rd Avenue North

- Modify and optimize signal timing during the PM peak period.

Parking and Loading

- If one level of the Taylor Street parking structure is constructed below grade, every effort should be made to connect to the Monroe Street parking structure to improve internal site circulation.
- If valet operations are provided for the restaurant uses, it should occur on 2nd Avenue North within the proposed bulb-in parking along the project frontage. Valet operations in the ROW will require application to and approval from the Metro Traffic & Parking Commission.
- If grocery order ahead/pick-up services are provided, the loading zone should occur on 2nd Avenue North within the proposed bulb-in parking along the project frontage or within the parking structure in dedicated spaces. Loading zone operations in the ROW will require application to and approval from the Metro Traffic & Parking Commission.
- On-street parallel parking should not be allowed along the Monroe Street or Taylor Street property frontages unless bulb-in parking is provided in addition to the travel lane recommendations.

Maximum Uses in Existing Zoning District: IR

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Warehousing (150)	4.82	0.6 F	125,975 SF	449	38	41

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Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Retail (814)	4.82	-	17,080 SF	466	16	46

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Grocery (850)	4.82	-	48,740 SF	4984	175	512

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Hotel (310)	4.82	-	150 U	1338	101	105

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Food Hall/Market (814)	4.82	-	12,580 SF	576	18	52

Maximum Uses in Proposed Zoning District: **SP-MU**

Land Use (ITE Code)	Acres	FAR/Density	Total Floor Area/Lots/Units	Daily Trips (weekday)	AM Peak Hour	PM Peak Hour
Office (710)	4.82	-	89,207 SF	1222	172	179

METRO SCHOOL BOARD REPORT

The Metro School Board report was not generated because the proposed zone change would not generate students.

STAFF RECOMMENDATION

Staff recommends approval with conditions and disapproval without all conditions.

CONDITIONS

1. Permitted land uses shall be limited to uses as specified on the plan.
2. Building facades fronting a public street shall have minimum of 40% glazing on the ground floor. Building facades fronting a public street or a greenway shall have a minimum of 25% glazing or openings on each upper floor.
3. Upper level facades of parking structure facing public streets shall step back from the ground level façade by a minimum of 18 inches, and shall include material articulation.
4. Upper level facades of parking structures facing public streets shall have openings for a minimum of 40% and a maximum of 60% of the total façade.
5. The specific street design and cross-section for Monroe Street should be coordinated with the Metro Traffic Engineer and Metro Planning prior to submittal of the Final SP and site plan.

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6. The specific street design and cross-section for Taylor Street should be coordinated with the Metro Traffic Engineer and Metro Planning prior to submittal of the Final SP and site plan.
7. Individual openings with larger structural bays shall be articulated to be vertical in orientation.
8. Maximum width of structural bays along public streets and the greenway which give articulation to the building façade shall be forty feet.
9. Each building (office, retail, hotel or other) shall have a minimum of one pedestrian entrance per public street face. Exceptions may be made if a building has frontage on two streets or a street and a greenway.
10. If a development standard, not including permitted uses, is absent from the SP plan and/or Council approval, the property shall be subject to the standards, regulations and requirements of the MUL-A zoning district as of the date of the applicable request or application. Uses are limited as described in the Council ordinance.
11. The Preliminary SP plan is the site plan and associated documents. If applicable, remove all notes and references that indicate that the site plan is illustrative, conceptual, etc.
12. A corrected copy of the preliminary SP plan incorporating the conditions of approval by Metro Council shall be provided to the Planning Department prior to or with final site plan application.
13. The final site plan shall depict the required public sidewalks, any required grass strip or frontage zone and the location of all existing and proposed vertical obstructions within the required sidewalk and grass strip or frontage zone. Prior to the issuance of use and occupancy permits, existing vertical obstructions shall be relocated outside of the required sidewalk. Vertical obstructions are only permitted within the required grass strip or frontage zone.
14. Minor modifications to the preliminary SP plan may be approved by the Planning Commission or its designee based upon final architectural, engineering or site design and actual site conditions. All modifications shall be consistent with the principles and further the objectives of the approved plan. Modifications shall not be permitted, except through an ordinance approved by Metro Council that increase the permitted density or floor area, add uses not otherwise permitted, eliminate specific conditions or requirements contained in the plan as adopted through this enacting ordinance, or add vehicular access points not currently present or approved.
15. The requirements of the Metro Fire Marshal's Office for emergency vehicle access and adequate water supply for fire protection must be met prior to the issuance of any building permits.

Approved with conditions and disapproved without all conditions. (8-0), Consent Agenda

Resolution No. RS2016-203

"BE IT RESOLVED by The Metropolitan Planning Commission that 2016SP-055-001 is **Approved with conditions and disapproved without all conditions. (8-0)**"

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